

**MAYOR'S OFFICE**

**Dan Devine**  
Mayor

414/302-8290  
414/302-8207 (Fax)

City Hall  
7525 West Greenfield Avenue  
West Allis, Wisconsin 53214  
ddevine@ci.west-allis.wi.us  
www.ci.west-allis.wi.us

October 15, 2010

Mr. Don West  
Environmental Management Support, Inc.  
8601 Georgia Avenue, Suite 500  
Silver Spring, MD 20910

RE: The City of West Allis  
Revolving Loan Fund Application, 2011 - \$1,000,000

Dear Mr. West:

The City of West Allis is pleased to have the opportunity to submit the enclosed application for a community-wide Revolving Loan Fund (RLF). The purpose is to use the RLF to make loans and grants to sites throughout the City, with special emphasis on the Eastern Industrial Corridor and a truck terminal corridor along the City's busiest and most valuable highway:

- **Milwaukee Ductile Iron** - a 14-acre foundry campus that has closed its operations, causing a loss of 200+ jobs.
- **53<sup>rd</sup> & Burnham Ave. Corridor** – a 9-acre former Wisconsin Motor Manufacturing industrial factory, later used as a cold storage building that has recently received a court order to be demolished.
- **60<sup>th</sup> & Burnham Ave./Beloit Rd.** – location of various underutilized and unsightly salvage yards, auto repair facilities, and various commercial uses, all located adjacent to a dense, low- to moderate-income neighborhood.
- **Former Mykonos Restaurant** – this former restaurant has been abandoned for over 6 years and was heavily flooded in June 2008. The restaurant is located within the City's most recent Tax Incremental Financing (TIF) District and various developers have expressed interest in redeveloping the site.
- **Hwy 100 Corridor** – over 70 acres of blighting truck terminals that provide limited employment opportunity or tax revenue.

The City has a proven history in brownfield development and successful administration of federal and state funds. By leveraging federal and state funds, the City has begun a renaissance with the attraction of new investment and employment opportunities. Projects have been assisted through the creation of tax increment districts. The RLF can be catalytic to expanding the City's efforts on brownfield sites by allowing the City to strengthen relationships with developers and business owners and assemble blighted properties to create new sustainable development.

As a first-ring industrial city to the City of Milwaukee, West Allis has been affected by the presence of formerly used industrial and commercial properties. The mission of West Allis is to redevelop properties, to

add new tax base growth, and to create jobs for community residents, while adding a balance of quality residential opportunities. Recent projects have attracted \$184 million in private investment, \$38 million in public investment and \$6 million in state and federal assistance. The projects have added nearly 3,500 jobs and \$6 million in taxes.

The City has demonstrated knowledge and the experience necessary to form partnerships and to acquire and redevelop brownfield sites. With EPA assistance, the creation of FIRE will be an important contribution to cleanup costs in our City and the removal of barriers relating to potential redevelopment.

Thank you for your consideration and time and please do not hesitate to call my office.

The following provides the additional required information on the project.

- a. **Name of Applicant:** City of West Allis  
**Address:** 7525 W. Greenfield Ave.  
West Allis, WI 53214
- b. **Applicant DUNS number:** 076145580  
**Applicant CCR number:** 97544169
- c. **Funding Requested:**
  - i) Revolving Loan Fund (RLF)
  - ii) \$250,000 (Petroleum Substances) + \$750,000 (Hazardous Substances)
  - iii) Petroleum & Hazardous Substances
- d. **Project Location:** The City of West Allis, Milwaukee County, State of Wisconsin
- e. **Project Contacts:** (Note: Please direct communication to the Project Director)
  - i) **Project Director:** Mr. Patrick Schloss  
**e-mail:** [pschloss@ci.west-allis.wi.us](mailto:pschloss@ci.west-allis.wi.us)  
**Phone:** (414) 302-8468  
**Fax:** (414) 302-8401  
**Address:** City of West Allis  
Department of Development  
7525 W. Greenfield Ave.  
West Allis, WI 53214
  - ii) **Chief Executive:** Mr. John Stibal  
**e-mail:** [jstibal@ci.west-allis.wi.us](mailto:jstibal@ci.west-allis.wi.us)  
**Phone:** (414) 302-8462  
**Fax:** (414) 302-8401  
**Address:** City of West Allis  
Department of Development  
7525 W. Greenfield Ave.  
West Allis, WI 53214
- f. **Date Submitted:** October 15, 2010
- g. **Project Period:** October 1, 2011 – September 30, 2016
- h. **Population of West Allis:** 60,600 (from the Wisconsin Department of Administration, 2010)

Sincerely,



Dan Devine  
Mayor, City of West Allis

cc: John F. Stibal, Director, Department of Development  
Patrick Schloss, Manager, Community Development Division

Attachments

**City of West Allis, Wisconsin  
Application for EPA Revolving Loan Fund Grant**

**III.B.THRESHOLD CRITERIA**

**1. Applicant Eligibility**

The City of West Allis, Wisconsin is a local government as that term is defined in 40 CFR part 31 and as such is eligible for this grant. The City of West Allis does not currently have an existing Brownfields RLF cooperative agreement.

**2. Description of Jurisdiction**

The Jurisdiction for this grant will be the city limits of the City of West Allis.

**3. Letter from the State Environmental Authority**

A letter of acknowledgement and support, dated October 12, 2010 from Mark Giesfeldt, Director of the Bureau of Remediation and Redevelopment of the Wisconsin Department of Natural Resources is provided as an attachment to this application.

**4. Oversight Structure and Legal Authority to Manage a Revolving Loan Fund**

***a. Clean-up Oversight***

The City will require all remedial actions to be conducted in accordance with NR 700 of the Wisconsin Administrative Code and all appropriate guidelines that have been established by the WDNR. Furthermore, contracts between the City and the grant/loan recipients will specify that the grant recipient's site investigation report, remedial action plan, community involvement plan, construction plans, development plans and ultimate closure requests meet the approval of the City and the WDNR. The City will contract with an environmental consultant through the public bidding process consistent with the competitive procurement provisions of 40 CFR 31.36, as the City has done in the past for EPA grants, to obtain the technical expertise required for plan and report review. The City, where appropriate to facilitate redevelopment, will also require enrollment in the State's VPLE program, which protects the City and future property owners from future liability for any past contamination on the site once the site reached a certain clean-up criteria.

***b. Legal Authority to Manage a Revolving Loan Fund***

An opinion from the City Attorney, Mr. Scott Post, indicating the City's legal authority to perform the actions necessary to manage a Revolving Loan Fund is attached. Any loan/sub-grant made under the RLF program will contain an agreement giving the City of West Allis legal authority to secure sites in the event of an emergency, default of a loan or non-performance under a sub-grant. The City has the legal authority to hold funds, make loans, enter into loan agreements and collect repayments. Currently, the City administers loans from the State of Wisconsin, incentive loans made to developers, a HOME Loan Program, Economic Development Loan Program, Microenterprise Loan program and a Housing Rehabilitation Loan Program and Portfolio.

**5. Cost Share**

The 20% cost share (\$200,000) will be provided by the City of West Allis' EPA RLF Borrowers or a combination of the City's General Obligation Bond Program funds received from Tax Increment Financing. For each loan the City will require businesses or developers for approved projects to supply a 20% match in cash or equity into the project. This model infuses private capital into brownfields redevelopment projects. Other possible sources of cost share (which would reduce the amount required from businesses/developers) includes the City of West Allis' Community Development Block Grant (CDBG) Annual Entitlement and Program Income, New Market Tax Credits funding, fees from borrowers, interest on loans, and contributions of labor, material or services that are eligible and allowable expenses under EPA guidelines.

## **V.B. RANKING CRITERIA FOR ASSESSMENT GRANTS**

### **1. Community Need**

#### ***a. Health, Welfare and Environment***

The City of West Allis has been impacted by a long history as a first-ring industrial community of the City of Milwaukee. From closed foundries to blighted industrial properties being used as salvage yards, the City's continued efforts to grow are impacted by the economic burden of environmental impacts and the private sectors perception of a property's issues. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) database lists 370 LUST and ERP sites in the City of West Allis. However, this site lists only the known and reported releases and does not include brownfield sites where impacts have yet to be discovered and addressed. Current land use statistics indicate that over 10% of West Allis is utilized for industrial purposes, which equates to approximately 1.1 sq. miles. This statistic does not include potential brownfields due to existing or former commercial activities.

There is no direct data linking brownfield sites to community health in this area; however, it is well known that there are health risks with many of these sites including risks associated with direct contact with contaminated surface soils and risks associated with potential vapor intrusion/volatile inhalation at contaminated sites such as these. Many common contaminants on brownfield sites in West Allis include benzene, benzo(a)pyrene, trichloroethene, tetrachloroethene and vinyl chloride which have been identified as human carcinogens. Elevated lead and arsenic concentrations are also common in the prevalent foundry sand fills that have been discovered at numerous brownfield sites in West Allis. Lead poisoning of children has been reported to cause learning disabilities, neurological defects, mental retardation and kidney and heart disease. Arsenic exposure can cause cancer and damage to the brain, nervous system and immune system.

Several key general health statistics from the Wisconsin Department of Health Services indicate that the health of populations in Milwaukee County, of which West Allis is the second largest community, is at a disadvantage to statewide comparison. The rates of cancer, asthma and other chronic pulmonary diseases are higher within Milwaukee County, in comparison to the State of Wisconsin. In Milwaukee County, 4.1 out of 1,000 persons are hospitalized with cancers. The figure is higher than the state's average of 3.8 persons per thousand. Asthma occurs at a higher rate in Milwaukee County (1.7:1,000), when compared to the state (0.9:1,000). Compared to statewide figures (1.3:1,000), other chronic obstructive pulmonary diseases are also more likely to occur in Milwaukee County (1.5:1,000).

The infant mortality rate in Milwaukee County (9.0:1,000) is higher than the state average (6.4:1,000). In Milwaukee County, 55% of mothers are not married at the time of birth, as opposed to the state average of 36%, and in Milwaukee County, 9.2% of infants are born below 5.5 lbs, as opposed to 7% of births statewide. Locally, 29% of persons in West Allis report a sensory, physical, mental or self-care disability compared to 25% of persons statewide (2006-2008 ACS). It is also worth noting that the Milwaukee VA Medical Center, which serves over 500,000 patients annually, is located adjacent to the City of West Allis.

Additional statistics from the US Census Bureau's American Community Survey also exemplify inequity of the health and welfare of West Allis' resident population. Compared to state (12.58%) and national (12.60%) averages, the City of West Allis (15.78%) has a larger percentage individuals living in households headed by females. West Allis (16.55%) also has a larger than average percentage of persons who have not completed their high school education. Students within the West Allis-West Milwaukee School District are also less likely to consider additional education beyond high school. Only 44.9% of West Allis-West Milwaukee students planned on attending a 4-year college, compared to 79.7%, 62.2% and 60.7% of its

athletic conference comparable schools (WI Department of Public Instruction). This reveals a real need for the development of entry-level, family-supporting jobs in our community.

Through wise investment in brownfield remediation, the City understands that the health and welfare of its citizens will directly benefit with economic opportunity. Brownfields promote pressure on our most vulnerable populations. Aggressive redevelopment would help improve the welfare of our community by providing access to healthy neighborhoods and family supporting jobs, reducing the impacts of unemployment, helping to reduce poverty levels, and requiring the need to improve skill sets and education. West Allis is one of the most affordable municipalities within the metropolitan region in terms of housing and transportation costs in comparison to income (less than 45% per the Center for Neighborhood Technology). This is due to our connections to the entire metropolitan region via existing roadways, public transportation, pedestrian connectivity and a growing number of biking options. However, if brownfield sites go unattended and economic investment is pushed further away to sprawling, less-complicated greenfield sites, the public's investment in this existing infrastructure will remain underutilized.

The welfare of our community is directly related to economic development and access to jobs. Without access to economic opportunity, the quality and value of neighborhoods adjacent to brownfields will continue to be challenged. In order to increase access to affordable, healthy and sustainable opportunities, West Allis realizes that brownfield redevelopment is critical.

#### **b. Financial Need**

In 1979, the City of West Allis had 14,701 jobs in the manufacturing sector of its economy, which represented 47.5% of all jobs within the City. Since that time, the loss of large manufacturing facilities, including the City's namesake Allis-Chalmers, resulted in economic hardships. From 1979 to 1989, West Allis lost nearly 9,000 manufacturing jobs, experienced a decline of 10,000 residents and watched its average wage drop by 25%. US Economic Census figures from 2007 reveal that the City now maintains only 3,692 jobs in the manufacturing sector, amounting to a nearly 75% decline.

As an example of what West Allis is currently going through, when the West Allis Gray Iron foundry closed due to worsening economic conditions, followed by an unfortunate flood in 2008, 80 jobs were permanently lost. Furthermore, the company, which had been in existence since the 1930s, subsequently was forced to re-evaluate its commitment within our community and relocated jobs from a second site in our city to an out of state location. In total, nearly 300 jobs were lost, and two highly visible sites within our community now lay vacant. The loss of these jobs, compounded with the losses associated with the historic downturn in the economy, has certainly disproportionately affected the City of West Allis.

In order to get beyond the real and perceived obstacles in redeveloping this site, environmental clean-up is critical. The City has currently received interest from private developers for the potential construction a hotel, office building and potential retail (grocery) store worth up to \$20 million on the blighted site; however, the development remains contingent upon environmental conditions. This development would add up to 150 jobs ranging from entry-level to management, providing employment opportunities for neighborhood residents that pay from \$9 - \$15 an hour, plus benefits. Generally in these referenced industries, the positions are entry-level and would fit the talent pool of the targeted community around the site, as residents are generally younger and do not have advanced degree educations. The skills required for these jobs also correlate to skills commonly found in households with below average incomes, such as those in this particular neighborhood. The neighborhood would further benefit from blight elimination, commercial stabilization and greater access to healthy food choices within a half-mile walking distance of over 4,000 households.

As a community experiencing increasing rates of poverty and diversification, West Allis must be cognizant of economic development that meets the needs of its population. Demographic statistics from the US Census Bureau regularly reflect the disadvantaged state of our local economy, in comparison to regional, state and national figures. After battling decades of population decline, West Allis' population has now stabilized at approximately 61,156, more than 10,000 less residents than its highest levels. This stabilization is in part due to increasing diversification. As of 2006-2008 estimates, the City's non-white population increased to 14.01% from 2.96% in 1990. Much of this diversification can be attributed to the rising Hispanic and/or Latino population that now comprises nearly 8% of the City's demographic, up from 1.27% in 1990.

The blight associated with specific brownfields, such as the former West Allis Gray Iron foundry and the Teledyne site, both located within the Eastern Industrial Corridor Priority Area, has resulted in the direct decline of adjacent neighborhoods. These less-than-desirable neighborhoods tend to concentrate disadvantaged populations, and these populations are more likely to live in poverty, are less likely to have completed high school education, and witness higher than average unemployment rates. All of these statistics are true for the site under consideration. At 10.77%, the City of West Allis' poverty rate is higher than that of the State of Wisconsin (2006-2008 ACS). This figure, which has increased from 6.52% in 2000, correlates with those of the surrounding region and reflects the fact that the City of Milwaukee, whose economy directly affects its inner-ring industrial suburbs, including West Allis, was recently cited to be the fourth poorest in the nation via US Census figures.

The US Economic Census indicates that between 1997 and 2007 the number of manufacturing jobs in West Allis declined by 51%. Anecdotally, this number is likely to increase when new statistics are released, due to the recent closing of several foundries in West Allis (West Allis Gray Iron and Metal Technologies) and other manufacturing facilities. The loss of manufacturing employment in West Allis in recent decades has certainly added to the economic burden of our population. Additionally, the loss of taxable value and decrease in water usage by companies increases the pressure on property taxes and utility rates for the average West Allis household. These financial limitations make it hard to manage brownfield remediation without the aid of outside grants.

Without access to living-wage employment options, the ability of our citizen's to maintain, let alone progress out of, their current economic status is also limited; and, reversing the income inequity will be a challenge. Recent statistics, which indicate that local unemployment (8.6%) is slightly above that of regional (8.5%) and state (7.9%) figures, further reflect the need for economic regeneration (WI Dept. of Workforce Development). Higher unemployment and less access to jobs have increasingly reduced the household income within West Allis. The median household income in West Allis is currently \$45,455, which places it behind regional (\$54,127), state (\$52,249) and national (\$52,175) figures (2006-2008 ACS). And lastly, over 50% of the students attending schools in the industrial corridor of West Allis qualify for free meals at school (West Allis / West Milwaukee School District).

In light of these findings, it is ascertainable that exposure to the detrimental, economic and health factors associated with the presence of brownfields compounds our existing populations with even greater disadvantage. Without economic regeneration at brownfield sites like this, our population will continue to experience worse than average rates of income inequity, poverty, unemployment and economic opportunity associated with access to jobs that promote increased skills and continued education, in comparison to regional and statewide competition.

## **2. Program Description and Feasibility of Success**

### **a. Program Description**

*i. Description of business concept:* The City's focus for the Brownfield Revolving Loan Fund (RLF) is to utilize the funds to leverage both private and public investment that will foster sustainable redevelopment of



brownfield sites within the community. The City has identified, conducted preliminary research, and completed various investigations of brownfield properties throughout the City. The concept of the RLF is to continue the success of previous clean-up and assessment activities while working to provide developers access to capital to conduct cleanups of properties, which will create jobs and quality living environments, and to do so in a manner that will maintain a self-supporting revolving loan program.

EPA funds will help establish a loan and grant program with flexible underwriting. The goals would be 1) provide qualified applicants the necessary capital to conduct clean-ups of properties, and 2) establish a revolving loan fund that is self-sustaining. The City will utilize the expertise of staff to review loan applications as well as retain a financial consultant that will provide an outside perspective. Developers, businesses, and non-profits will be able to receive low interest loans as well as subgrants from the City as an incentive to perform a brownfields redevelopment project. This RLF provides the City with the capacity to offer incentives to address environmental issues that might not otherwise be completed due to a financing gap.

RLF will often be coupled with public Tax Increment Financing (TIF) or Community Development Block Grant Funds. The City will not establish a minimum loan amount. The City has experienced projects with small entities (dry cleaners, gas stations, and family owned operations) that need access to capital.

*ii. Types of Applicants:* The City of West Allis will focus on five redevelopment corridors and 8 redevelopment areas using a first come, first serve process in reviewing loan applications. The 8 redevelopment areas are parts of the City with adopted redevelopment plans, established tax increment mechanisms, and commonly associated with historic industrial corridor of the City. These areas represent the parts of the City highly impacted by the presence of brownfields as well as they represent the areas of the City which have the potential to create family-supporting jobs and positive environmental impacts once they have been redeveloped.

The City will develop a selection process by which RLF applicants will be evaluated. Those interested in applying for the RLF will make their interest known to City's Department of Development. Interested parties will then complete a loan application. The applications will be reviewed and will use the following criteria to rank and score projects:

- Community Need: Projects that would result in fulfilling a great need by the community score higher than those that do not. An analysis of the economic needs of the community around competing applications is conducted by Department of Development.
- Use of Existing Infrastructure: Projects utilizing existing infrastructure and the ability to promote sustainability score higher.
- Projects Extending Great Benefits to Human Health and the Environment: Projects improving human health and the environment score higher.
- Community Economic Development Benefit: Projects exhibiting greater potential for increased number and quality of employment opportunities (jobs created/retained), increased tax base, and economic impact on surrounding properties.
- RLF Program Sustainability: Loans are more favorable than subgrants to promote long-term availability of funds, and loans will score higher. Applicant's financial standing and ability to repay the loan as well as complete the project will be assessed.
- Project Need: Loan amount applied for compared to the total remediation and cleanup costs.
- Ownership: Sites must be owned by the applicant.
- Long-Term Environmental Impact: Applicant's ability to prevent environmental impacts to occur once the project is complete. As well as degree to which the project incorporates energy efficient/high performance design, recycled and locally produced material, effective storm water

control measures, density of development, access to share parking/mass transit, and implementation of environmental management systems will score higher.

*iii. Ability to Function as a Sustainable Source of Clean Up Loans:* The feasibility of loans and recommendations for loans will be formed by an existing Loan Task Force Committee consisting of bankers, the Chamber of Commerce, and the business community. Using professional from the lending field will help ensure the longevity of the RLF program. Applications will be underwritten with regard to cash flow/ability repay debt, existence of financial gap cause be environment a conditions, the overall economic benefits, and traditional financial principles. The use of existing committee familiar with an established Economic Development Loan program and will understand the nature of determining in appropriate term and interest rate. The recommendations are submitted to Common Council for public comment and approval.

The loans will be structured to be flexible to deploy funds and to generate repayments necessary to sustain additional payments. Loan interest rates will be fixed between 1-5%. There will be no minimum or maximum loan amount restrictions. The City anticipates providing loans with terms ranging from 3-20 years (if a loan is paired with Tax Incremental Financing (TIF) the repayment would have a term closer to 20 years.) Short-term deferments (no more than two years) may be available to those borrowers requiring the extra capital a deferment would provide. Deferred balances will be re-amortized with the remaining term of the loan. The sale or lease of the remediated property will cause the Note to come due, requiring all principal and interest to be paid to the RLF fund. No prepayment penalty is associated with the program. All repayments of principal and interest will be deposited back into the RLF program to further additional redevelopment. The City of West Allis will charge a onetime application fee, legal fees, closing costs, and a 1.5% processing fee to be collected from the borrower at closing. When appropriate the City will combine local loan funds or New Market Tax Credits to keep the borrower capital contributions to the project low as well as to attract borrowers to remediation and redevelopment projects that might not have been done otherwise. For instance, the City has an economic development loan fund and has loaned funds from the TIF proceeds to provide low-interest, long-term loans to developers to purchase real estate, renovate and to construct new buildings in the City. The City could provide a loan as part of a package, including the EPA RLF loan, to a borrower with a project that will result in the remediation and redevelopment of a current brownfield site. Combining programs would keep underwriting costs to a minimum, resulting in overall lower costs charged to the borrower on a per loan basis. The City will use loans as the primary tool from the RLF program; subgrants may be considered on a case-by-case basis, but will not be the primary focus of the program to ensure sustainability of the program into the future.

## **b. Program Budget**

*i. Budget Table:* The following table presents the budget proposed by the City of West Allis for the Community-Wide Revolving Loan Fund. The City anticipates using the RLF on sites impacted by hazardous substances and petroleum, with 25% of the funding going to sites contaminated with petroleum. Seventy percent of the RLF will be used to fund loans. Activities proposed in the following budget would be used on sites where an eligibility determination has been accepted by the EPA. A description of each task and allocated budget follows.

Budget Categories	Project Tasks for Petroleum Sites (25% of funding)						Total by Budget Category
	Task 1- Program Marketing	Task 2 – Program Management	Task 3 – Remediation Planning	Task 4 – Site Remediation	Task 5 – Community Involvement	Task 6 – Programmatic Costs	
Personnel		\$10,000			\$2,000		\$12,000
Travel						\$2,000	\$2,000



<b>Supplies</b>	\$2,000						\$2,000
<b>Contractual</b>		\$5,000	\$5,000	\$10,000		\$14,000	\$34,000
<b>Loans</b>			\$8,000	\$132,000			\$140,000
<b>Subgrants</b>			\$5,000	\$55,000			\$60,000
<b>Cost Share - Loans</b>				\$50,000			\$50,000
<b>Petroleum Subtotal</b>	\$2,000	\$15,000	\$18,000	\$247,000	\$2,000	\$16,000	\$300,000

<b>Project Tasks for Hazardous Substance Sites (75% of funding)</b>							
<b>Budget Categories</b>	Task 1 - Program Marketing	Task 2 – Program Management	Task 3 – Remediation Planning	Task 4 – Site Remediation	Task 5 – Community Involvement	Task 6 – Programmatic Costs	Total by Budget Category
<b>Personnel</b>		\$13,000			\$2,000		\$15,000
<b>Travel</b>						\$4,000	\$4,000
<b>Supplies</b>	\$2,000						\$2,000
<b>Contractual</b>		\$15,000	\$10,000	\$15,000		\$20,000	\$60,000
<b>Loans</b>			\$10,000	\$460,000			\$470,000
<b>Subgrants</b>			\$4,000	\$195,000			\$199,000
<b>Cost Share - Loans</b>				\$150,000			\$150,000
<b>Haz. Substances Subtotal</b>	\$2,000	\$28,000	\$24,000	\$820,000	\$2,000	\$24,000	\$900,000
<b>Total Cost Share</b>	\$0	\$0	\$0	\$200,000	\$0	\$0	\$200,000
<b>Total Program Budget</b>	\$4,000	\$43,000	\$42,000	\$1,067,000	\$4,000	\$40,000	\$1,200,000

**Task 1 – Program Marketing:** The City will develop a marketing plan, prepare marketing materials and refine loan application procedures as a part of this task. Personnel costs will be covered by the City's general revenue budget. The supplies cost will be devoted to the production and distribution of marketing materials.

**Task 2 – Program Management:** The City will review potential candidates' grant and loan applications, execute grants and loans, conduct day to day management of loans, complete monthly reporting on the status of the loans and track annual reports from borrowers. As this task will require considerable effort of City staff, \$23,000 has been included in the budget for this task. The remainder of the personnel effort will be borne by the City using general revenue funds. In addition, outside counsel is anticipated to be used to review and/or assist with writing loan and subgrant agreements.

**Task 3 – Remediation Planning:** Remedial action options will be conducted by the grant/loan recipient and will be evaluated by the City's environmental consultant to ensure the most cost-effective approach that will facilitate the desirable redevelopment of each property and be protective of human health and the environment. Meetings may be held between the City, potential developer, grant/loan recipient, environmental consultant and, if appropriate, the WDNR to review alternatives and strategize on the most effective remedial options. Remedial Action Plans will be prepared and submitted to the WDNR for technical review and approval. The loan/grant recipients may be requested to contribute up to a 20% cost share for this activity, the remainder of the cost share will be from the City's General Obligation Bond Program through Tax Increment Financing.

**Task 4 – Site Remediation:** The majority of the RLF funds will be used to fund actual remediation. A portion of this budget will include oversight of remedial activities by a City-contracted environmental consultant. Loans and subgrants will be provided to eligible borrowers/recipients to undertake the remediation of brownfield sites. The loan/grant recipients may be requested to contribute up to a 20% cost

share for this activity, the remainder of the cost share will be from the City's General Obligation Bond Program through Tax Increment Financing.

Task 5 –Community Involvement: This task involves activities that will continue to enhance the City's community involvement efforts to keep citizens informed and involved with activities covered by this grant. Supply expenditures would include the costs associated with publication, preparation and distribution of community outreach publications.

Task 6 – Programmatic Costs: This task includes costs associated with attendance and travel to regional and/or national brownfield conferences by one or more City staff during the three year grant funding cycle.

*ii. Leveraging Other Resources:* The City has been successful in the redevelopment of brownfield sites because of their ability to leverage funds for brownfields assessment, remediation, and redevelopment using a combination of federal, state and local funding. The following financial mechanisms have assisted redevelopment within the City in the past and will continue to be drawn upon for future brownfield redevelopment: The establishment of Tax Incremental Financing Districts, the use of Community Development Block Grants, Neighborhood Stabilization Funds, Community Development Block Emergency Assistance Grant (\$6.3 million), the use of Wisconsin Department of Natural Resources Brownfield Site Assessment Grants (\$721,103 awarded to date), the use of Wisconsin Department of Commerce Brownfield Grants (\$2.4 million), the use of WDNR Urban Non-Point Source and Storm Water Grants (\$568,000), the use of WDNR Land Recycling Loans, the use of WDNR Green Space and Public Facility Grants, the use of New Market Tax Credits (\$24 million at Summit Place), reimbursement for investigation and remediation of petroleum contamination through Wisconsin's Petroleum Environmental Clean-up Fund Act (PECFA) and reimbursement under Wisconsin's Drycleaner Environmental Repair Fund (DERF). In addition to the public funding mechanisms the Coalition members have been so successful with, leveraging of private sector funding has substantially exceeded the public sector funding on the recent brownfield redeveloping projects.

The City currently has eight (8) open TIF Districts, with three Districts that have been successfully completed and closed. All Districts have been or are planned to be used to leverage redevelopment of the City's brownfield sites. West Allis' TIF Districts are as follows: TIF # 1: S. 70<sup>th</sup> St. and W. Walker St. (closed in 2008 – part of former Allis Chalmers Manufacturing); TIF #2: Veterans Park; TIF #3: Quad Graphics; TIF #4: S. 113<sup>th</sup> and W. Greenfield Avenue (closed in 2006); TIF #5: Six Points/Farmer's Market; TIF #6: Lime Pit; TIF #7: Summit Place; TIF #8: Wehr Steel (closed in 2005); TIF #9: Pioneer Neighborhood Redevelopment Plan; TIF #10: Yellow Freight; and TIF #11: 84<sup>th</sup> & Greenfield.

The City's successful management of these TIFs has been a key to the redevelopment of the former Allis Chalmers Tractor Plant site (TIF #1 and #7), the former Wehr Steel site (TIF #8), and the 113<sup>th</sup> St. and Greenfield Avenue site that was contaminated with woodchips laced with cyanide from Wisconsin Electric Power Co. (TIF #4). The remaining TIF Districts are either still in the assessment, remediation or redevelopment phase, or have completed redevelopments, but have not completed the payout of the TIF. For the three (3) Districts that have been closed, they were paid out well before their initial projections.

The City continues to leverage other resources to address brownfield sites including industrial revenue bonds to attract businesses and assist expansion. Further, the use of Midwest disaster recovery bonds remains available to companies and developers.

### ***c. Programmatic Capability and Past Performance***

i. Programmatic Capability - Grant Management System: The City will utilize an ACRES system to document cleanup grant activities and the ASAP system to request reimbursement for EPA grant work. To expand the City's ability in providing quarterly reports to the EPA the City has developed a mentoring program centered around cross-training planning staff to be familiar with all aspects of grant funding and grant reporting. The program has been beneficial with federal grant

management. Further, the City will work to obtain an intern in the coming fiscal year from either planning, environmental remediation, or economic fields. In addition, the City's team will include a professional environmental consultant to provide the necessary technical support to address brownfield concerns. In addition, the grant management team will provide a cross section of various backgrounds to help address development and environmental issues. The grant management team will include:

**John Stibal-Director of Development.** He has held a variety of community, land use and economic development positions in local governments within the Midwest for over thirty-five years and has directed the City of West Allis in redevelopment efforts for the past 20 years. Mr. Stibal has been actively involved in public/private joint ventures and manages nearly \$5-million in grants annually and serves a President of a Community Development Entity that has been awarded over \$100 million in New Market Tax Credits. Recognized as a leader in brownfield redevelopment, frequent lecturer and presenter of case studies at various conferences, and serves on the States' Brownfield Study group. He has helped craft legislation on environmental liability and served as key strategist and principal negotiator for public agencies in major brownfield redevelopment projects, creatively utilizing new approaches to limiting environmental liability, structuring Public/Private financial packages to closing negotiations of environmentally sensitive properties. Mr. Stibal is an authority on the use of redevelopment financing tools and has been active in attracting developers to high profile projects. He is best known for his creative work in financial structuring and transaction negotiations focusing on enhancing public/private partnership real estate transactions within brownfield redevelopment opportunities. John will assist in presenting the status of grant activities to various community groups such as the Chamber of Commerce, Rotary, Business Improvement District, etc. He will be active in ultimate selection of the development or developments for the site.

**Patrick Schloss-Community Development Manager.** Main role is the daily execution of work associated with grants including reporting, bidding, coordination of consultant activities, budget, etc. Experience includes grant management for CDBG, Section 8, HOME, and various other federal grants. Mr. Schloss oversees the Economic and Microenterprise loan portfolios; tax increment financing, negotiation with developers, property acquisition, manufacturing expansions and job retention efforts. He serves as Vice Present of a CDE with over \$100 million and is focused on business development. He has presented at various professional conferences, organized round tables on alternatives regarding redevelopment and New Market Tax Credits and recently provided a tour of West Allis to all CDBG entitlement communities in Wisconsin. Mr. Schloss will organize all work plan development and federal reporting including Acres and ASAP.

**Kristi Johnson- Planner II.** Mrs. Johnson has an extensive community planning background and has expanded her role within the department to include daily coordination of federal grants, development planning, brownfield acquisition, developer negotiation, etc. She coordinates GIS mapping activities and community awareness activities. She will assist in grant reporting and community presentations. Her role for the grant will be fulfilling federal contract requirements including bidding, reporting, etc.

**Bart Griepentrog-Planner I.** Will perform grant tracking with respect to targeted populations, monitoring statistical analysis, and reaching out to sensitive populations in order to receive the best performance measurement for the grant.

**Chris Phinney- Grant Specialist.** Her role is the financial reporting, compiling drawdowns, match tracking, and overall grant auditing. She also provides a secondary review of all grant expenditures.

Additional expertise will be captured through the selection of a consultant. Annually, the City works with 3-4 different firms that are selected through the bidding process and based on qualified experience.

*ii. Past Performance: Current and Historic EPA Brownfields Grants*

• Funds Expenditure:

The City and CDA has been the recipient of several EPA grants. A summary of the funds remaining on each grant is provided in the following table:

<b>EPA Cooperative Agreement</b>	<b>Year of Award</b>	<b>Project Award</b>	<b>Remaining Funds</b>
BP-97508401	1999	\$200,000	\$0
BF-96590801-0	2006	\$400,000	\$0
BF-00E44901-0	2007	\$400,000	\$51,698
BF-00E68001	2008	\$400,000	\$227,778

- **Summary of Grant-Subsidized Accomplishments:**

BP-97508401 was awarded to the CDA to investigate the former Wehr Steel site, a 13-acre vacant property in the Eastern Industrial Corridor. A Phase I ESA was completed in 2000. Following an extended period of negotiations and legal pressure, the site was finally accessed for a Phase II Site Investigation in 2002. As a result, the property owner, without assistance from the CDA, planned and obtained City approval for redevelopment with two light industrial facilities. The first, a 60,000 square foot structure was constructed in 2006 and has created over 60 new jobs and increased the tax base of the property over \$2,000,000. A second structure was recently completed with 135,000 square feet of multi-use light industrial space. The property is currently partially occupied with 50 family supporting jobs. The site will ultimately be home to 2-3 additional industries employing an excess of 300 workers. This state-of-the-art new \$7 million light industrial development currently provides nearly \$110,000 in annual property tax relief. The City recently received a Brownfield Recognition Award from EPA Region 5 for its successful redevelopment of the Wehr Steel Site.

BF-96590801-0 was awarded to the CDA in 2006 for the clean-up of the Pressed Steel Tank site and the Novak Lime Pit site. On the PST-South site located at 14\*\* S. 66 St. Street Six Points Crossing we have completed a Supplemental Site Investigation report, meeting with the DNR to seek closure, cut/fill estimates to assist with re-development, clean-up and offsite disposal of asbestos containing material, etc. During the process of building decommissioning, over 1,200 storage vessels ranging in size from 1-quart jars to 55-gallon drums of wastes were characterized, containerized, bulked together as allowed, for cost savings, and sent for offsite disposal. Miscellaneous regulated wastes in plating baths, pits, and trenches were characterized and sent offsite through tanker trucks. PST was decommissioned and demolished from October 2006 through October 2007. These Clean-up Grant funds have been expended on the PST-South site.

The former Novak Lime Pit site is remediated and in a marketable condition for sale and development. Utilizing CDBG-R funds, the City has completed site compaction and storm water retention activities in preparation for at least a 150,000 sq. ft. facility. The City has completed asbestos abatement and the buildings were demolished shortly after the grant was awarded. The remedy for the low level contaminants includes institutional and engineering controls. In addition, lime slurry (an artifact from historical site use) was also addressed in the remedy, which included neutralization of the lime wastes and affected soil. Grant funds were utilized in preparing the Remedial action plan and design for the site. The City has enrolled the property in the State's Voluntary Liability Exemption Program. Interest has been ongoing mainly on industrial uses that could potentially add 100-200 new jobs. EPA Clean-up grant funds have been expended on the Novak Lime Pit site including final documentation.

BF-00E44901 was awarded to the City in 2007 for City-Wide Assessment of Hazardous Substances Sites and City-Wide Assessment of Petroleum Sites. The City received the Cooperative Agreements on Oct 9, 2007. They have since completed Phase I ESAs seven sites, the Plating Engineering Site, the Home Juice Site, Yellow Freight West Site, West Allis Gray Iron Site, the Teledyne Site, the Morgan Avenue Compost Site, and the 1501 S. 113<sup>th</sup> Street Site. A focused site assessment was conducted on the Plating Engineering Site in preparation for preparing demolition plans for the contaminated structure. Plans and Specifications for building demolition and interim site capping were

also completed for the Plating Engineering Site under this grant, as a remedial planning activity. Actual building demolition was conducted using funds leveraged from a WDNR Site Assessment Grant and other sources. The Phase II ESAs for the Plating Engineering Site and the 1501 S. 113<sup>th</sup> Street site are currently underway. Phase II ESAs were completed on the Home Juice Site, the West Allis Gray Iron Site, the Teledyne Site and the Yellow Freight-West Site. Site investigation and remedial action alternative evaluation was also completed for the Home Juice Site. The remaining funds have been earmarked for the Teledyne Site and an extension to the grant was requested from EPA to complete a pre-demolition assessment of catch basins, sumps and manholes on the site.

BF-00E68001 was awarded to the City in 2008 for clean-up on the PST-North site and the 700 properties site. After the grant award, the City proceeded to remove several undocumented underground storage tanks from the PST-North site (Greenfield Avenue parcel) along the northern property line. One 5,000-gallon and one 6000-gallon USTs were decommissioned. Additional monitoring wells were installed and plans are being developed to address the removal of a light non-aqueous phase liquid. The work will be bid at the conclusion of this month with the award in December. The balance of EPA Clean-up funds will be expended for the PST-North site by the first quarter of 2011. The 700 properties grant has been stymied by the downturn in the economy. The properties were slated for multifamily development and a small amount of commercial, but the lending market has challenged the developer's ability to attract financing. Plans for construction have been prepared and excavation of foundry sand would occur at the onset of construction. The developer has a new goal date of spring 2011. The development will include several apartment complexes with underground parking and paved surfaces. The developer will be using sustainable building techniques and stormwater management systems to clarify storm runoff. LEED principles will be incorporated into the development. Grant funds have not been expended.

- **Compliance with Grant Requirements:** The City is up-to-date with submittal of quarterly reports and ACRES reporting on its current Brownfield Assessment and Clean-up grants. To improve future reporting practices, additional staff and consulting time will be committed to expedite reporting requirements. By cross training staff, additional parties will be familiar with the grant and project needs.
- **Audit Findings:** There were no adverse audit findings on any of these grants. The City is audited annually as well as all expenses reviewed by the Finance Department prior to a draw. The City has been monitored by HUD for various grants and has been found to be good standing for number of years.

### **3. Community Engagement and Partnerships**

#### ***a. Engaging the Affected Communities***

As a community, the City actively engages with public through open meetings and public hearings before the Plan Commission, Community Development Authority, and Common Council. The City has a dedicated citizen base that participates in various citizen committees. However, the City also utilizes a wide scope of media outlets to maintain communication. A quarterly newsletter is published and distributed to all West Allis households and the City maintains a user friendly website. The City has a cable station that produces and broadcasts programs to inform the public of upcoming events or to showcase City projects. Meetings are often broadcasted through this cable station. The City most recently started a new blog to address community issues and constructed a monument sign in front of City Hall with an electronic message center that highlights community events, etc.

Besides meetings and the media resources, the City's Brownfield experience has often been highlighted at various community functions, organizational meetings, and even regional conferences. Staff has provided presentations to various community organizations such as the East Allis Neighborhood Association and West Allis Rotary Club, and assorted residential facilities, such as the Berkshire Senior Living and the

Landmark Retirement Home. Furthermore, City staff has shared development case studies to a variety of professional Brownfield symposiums and developer conferences throughout the years.

A major public outreach event for the City is National Night Out and Fire Department Open Houses. Development staff display pictures and literature about ongoing developments and funding resources and encourage discussion with the local residents. These events are held at the West Allis Farmers Market, located in the Six Points Redevelopment Area and Fire Station #2, located within the Eastern Industrial Corridor.

The City has created successful partnerships with community organizations for the EPA grant process. The West Allis Rotary Club, which boasts 61 members, was happy to continue the tradition of hosting City representatives, twice a year, for updates on EPA Revolving Loan Fund projects. Members expressed their interest in the opportunity to comment on projects during future meetings. Rotarians develop community service projects that address many of today's most critical issues, such as children at risk, poverty and hunger, the environment, literacy and violence. Their organizations' structure, mission and community involvement will broaden the City's capability to educate the community about various assessment projects. Notification about the projects will open doors to public input opportunities.

The City has also partnered with the Neighborhood Partnership Program. This is a program run by the West Allis Police Department—they meet twice a year. The purpose of the meetings is to obtain citizen input on problems in the neighborhood, crime analysis overview, current trends, etc. The RLF application and potential proposed site uses will be highlighted at the next meeting, scheduled for December 15, 2010 at 7:00pm. These meetings will be a great opportunity for public participation, discussion and input on the assessment/cleanup preparation process and future redevelopment uses throughout the City. When the site assessments are finalized and future development uses are seriously being considered, the City plans to hold neighborhood meetings to discuss proposed uses for various sites. It's very feasible that future uses will foster entry-level jobs, which will greatly benefit the community as a whole. City representatives would utilize the neighborhood meeting as an opportunity to receive input from the local neighborhood on their opinions of suggested future uses.

The City is very fortunate to have an open relationship with all of these community organizations, and is certain that the scheduled meetings with these organizations will open doors to positive interaction with the public and will grant the public a more defined role in the decision process.

#### ***b. Partnering with State and Local Environmental and Health Agencies***

Wisconsin Statutes and Administrative Code govern the investigation and cleanup actions that are required after a discharge of a hazardous substance occurs or is discovered. In general, a person responsible for a discharge is required under State Statute 292 to report, investigate and clean up contamination. On brownfield sites, it is often the local municipality who conducts these activities, in order to move the redevelopment forward. NR 700, Wisconsin Administrative Code (WAC), governs the investigation and remediation of environmental contamination. NR700 includes specific procedures and requirements for the preparation of site investigation work plans, personnel qualifications, sampling and analysis requirements, site investigation reports, selecting appropriate remedial actions, remedial action design and implementation and case closure. The City will require that all brownfield investigations performed under this agreement be conducted in accordance with NR 700 and all appropriate guidelines that have been established by the WDNR. While WDNR input during the NR 700 process may be minimal, with the exception of approving the final case closure request, the City will assure that all sites investigated under this grant and NR 716, submit remedial alternative analyses and remedial action plans for review by the WDNR, along with the stipulated WDNR review fees.



The City of West Allis has significant experience in brownfield development in the State of Wisconsin. West Allis was one of the initial municipalities to utilize the tools available in the Wisconsin Brownfield Initiative, including being the first to participate in the "Limited Environmental Liability under Contaminated Land Recycling Program", which is now known in the State as a Voluntary Party Liability Exemption (VPLE). The Voluntary Party Liability Exemption is an elective environmental cleanup program. Interested persons who meet the definition of "voluntary party" are eligible to apply. Any individual, business or unit of government that conducts an environmental investigation and cleanup of a contaminated property, following state requirements with the oversight of Department of Natural Resources (DNR) staff, can receive an exemption from future environmental liability if enrolled in this program. This liability exemption can be a helpful marketing tool for redevelopment of brownfield sites. The City will require enrollment in the State's VPLE program, where appropriate to facilitate redevelopment, for sites assessed under this agreement.

The City has worked closely with the WDNR staff on site investigation, remediation planning and implementation and obtaining final site closure on the brownfield sites they have been involved with. The Director of Development for the City of West Allis is a participating member of Wisconsin's Brownfield Study Group and as such has been instrumental in designing the current Brownfield Legislation, rules and regulations. Locally, the City has a solid working relationship with Ms. Margaret Brunette, Ms. Gina Keenan, Mr. John Hnat, Ms. Michelle Williams, Ms. Shanna Laube and Mr. Jim Schmidt of the Southeast Region of WDNR's Remediation and Redevelopment Program. On the state level, Ms. Darsi Foss, the Section Chief for Brownfields and Outreach, has been and continues to be an advocate for the redevelopment efforts of the City.

The West Allis Health Department is committed to ensuring the health of West Allis residents by providing a wide array of services to the community. The City's role is to carry out blight elimination, slum clearance, urban renewal programs and projects and housing projects. The Health Dept. and City Department of Development interact with each other in many respects, but one specifically being a joint concern and cleanup effort regarding soil and groundwater contamination, especially near residential neighborhoods. The City and their CDA oversee programs such as the Housing Rehab program, which coincides with the Health Dept.'s lead poisoning prevention program. The Health Dept. and City Department of Development have also worked together to apply for (and successfully receive) funding to clean contaminated properties. Both entities' goals intertwine, with both parties positioning the community's health and stabilization as their first objective.

### ***c. Community Based Organizations***

Various community-based organizations will provide input on the future use of the former West Allis Gray Iron site, funded by Cleanup Grant funds. These organizations will be involved throughout the cleanup and ultimate redevelopment of the former foundry. The following community-based organizations and the brief summary of their role in the project are:

- The West Allis Rotary Club develops community service projects that address many of today's most critical issues and at-risk populations. Since they already have a very influential community presence, their role is to assist in educating the public about the Cleanup project and to encourage the public to participate in bi-annual scheduled meetings with the Rotary Club and City.
- The West Allis/West Milwaukee Chamber of Commerce is a business organization that promotes and addresses business needs of the community. Prominent business and Chamber Board members with ties to the community would assist the City in public outreach and the decision-making process for future development uses at the former foundry site. The Chamber is specifically interested in how this EPA Cleanup project would affect future employment in the community.
- The Downtown West Allis Business Improvement District (BID) focuses primarily on the business community of the Downtown West Allis area. The BID is located only eight (8) blocks from the West Allis Gray Iron site. A successful future development on the site would bring additional business



and jobs to the BID also, motivating BID members to be very involved in the entire Cleanup process, from beginning to end. The scheduled bi-annual meetings between the BID Board of Directors and City representatives will provide an opportunity for BID members, representing the tight-knit business community, to provide input on the cleanup and redevelopment of the former foundry.

Each of these entities are active in development discussions and formation of long range plans for the community and are specifically interested in how this EPA Cleanup project will affect future employment in the community. The Chamber and BID will assist the City in reaching out to the community to advertise future job opportunities that would transpire from the cleanup and redevelopment of the site. Each of these community-based organizations has provided letters supporting this application.

#### **4. Program Benefits**

##### ***a. Welfare and/or Public Health***

A critical goal in redevelopment is to reduce or eliminate the threat of contamination to human health and the environment associated with past uses of a brownfield site. The first step in reaching this goal will be to identify the presence (or potential presence), extent and magnitude of contaminants at some of these numerous sites in the project area. This assessment/investigation will be funded by the requested grant. Remediation, if required, will be conducted using other funding to ultimately return the sites to productive use. Generally remediation can consist of pump and treat technologies for groundwater remediation, installation of vapor abatement systems, removal and/or treatment of contaminated soil and the more cost effective methodologies, such as providing vapor/direct contact barriers, conducting monitored natural attenuation and deed restrictions. Some of the engineered barriers include covering impacted soils with parking lots, buildings, soil cover or geomembrane. In Wisconsin, institutional controls are typically in the form of placement of the property on the WDNR's Geographical Information System (GIS) also known as the Contaminated Lands Environmental Action Network (CLEAN) system. Placement on the CLEAN system allows anyone with internet access to review the most current environmental information on spills, contaminated site investigations/cleanups, Superfund sites and Funding Assistance sites. It also provides the most recent analytical results from sites that have been closed using a GIS registry. It allows potential property owners to be aware of what could be encountered if a property is redeveloped and what restrictions, if any might be imposed on future developments. Each of these remedial technologies will be considered on contaminated brownfield sites to assure that the ultimate redevelopment reduces the risk of exposure to contaminants and thus improve the overall health of the community.

The City of West Allis plans to use this RLF Grant to decrease the number of blighted unused/underused properties, which will ultimately reduce crime, increase property values, increase green spaces and remediate contaminated sites. These efforts will promote a more livable community by incorporating green space and parks into the redevelopment areas and reducing the threat of existing environmental health and safety conditions. The highest priority for use of this grant is to assess/investigate brownfield sites located within the Eastern Industrial Corridor of the City, specifically, the Teledyne site, located on Burnham Avenue, and across the street from the West Milwaukee Park, the largest park in the Village of West Milwaukee; the Metal Technologies site located on Mitchell Street and the Able Equipment site on Beloit Road. The ultimate goal is the remediation and redevelopment of these sites, which will clearly have a positive impact on public health and welfare for the community.

The grant will also support the City's efforts to improve the health and living conditions for its minority populations living in close proximity to brownfields. For example, the City of West Allis is currently completing demolition of a former plating facility that was abandoned in December 2006 with chemicals and equipment left in place. After EPA completed a time-critical removal action, the City used their FY2007 Community Assessment Grant to conduct a Phase I and II ESA, and a pre-demolition assessment; the City tapped other sources to cover the cost of the demolition. In the two and a half years that the site building

was vacant, it fell victim to numerous break-ins, theft, vandalism and graffiti. The parcel is currently vacant, but may be used temporarily for parking until adjacent blighted properties can be assembled for assessment and redevelopment.

### ***b. Economic Benefits and/or Greenspace***

The City's biggest challenge in this struggling economy is to redevelop their brownfield sites in a manner that will create family-supporting jobs and increase the overall tax-base in the City and to balance this with policy that will maintain, improve and expand upon the existing green spaces that the City residents already enjoy. The City of West Allis is a land-locked municipality that needs to focus on its numerous Brownfield sites, such as the West Allis Gray Iron site to grow, attract new investment, and welcome employment opportunities. By creating a balance of equitable housing, family supporting jobs and greenspaces the City will create a more livable and vibrant community for West Allis residents.

The City has a proven record in brownfield development and successful administration of federal and state funds. By leveraging federal, state and private investment dollars, the City has begun a renaissance. The economic benefits of redevelopment for the City of West Allis include attracting the largest employers and taxpayers. Most importantly, the projects have converted existing buildings, utilized existing roads and infrastructure, located on public transportation routes, and provided jobs to residents in the abutting family neighborhoods, reducing commute times. The City has had a number of successes that illustrate the economic benefits realized by the community. A few examples are provided below:

- Former Allis Chalmers Manufacturing Site (over 3,000 jobs). The City adopted a redevelopment plan in the 90's after public hearings and meetings to purchase a 26-acre portion, known as the Tractor Plant site, of this originally 166-acre manufacturing site. Within two years, the site was remediated, sub-divided, sold and redeveloped by the Poblocki Sign Company, C & H Distributing Company and Distribution Dynamics, bringing over 350 new jobs to the City of West Allis. The City also provided the infrastructure/access by constructing West Washington Street between South 70<sup>th</sup> and South 66<sup>th</sup> Streets. These redevelopments, in turned spurred additional redevelopment by the Whitnall Summit Company. Whitnall Summit Company purchased the adjacent 60-acre parcel that was occupied by the former machine shop buildings. With assistance from the City, Whitnall Summit converted vacant deteriorated industrial warehouse space into a first-class office complex, *Summit Place*, earning local and national honors. Today, over 650,000 square feet of office space have been created and leased, resulting in the creation of over 2,900 jobs to the area, including major corporate headquarters and over 50 tenants.
- Six Points Crossing Neighborhood (650 housing units) – Part of TIF District 5, over 17 acres of the City's most blighted properties have been assembled for redevelopment as a high-quality, mixed use neighborhood. This area encompasses the historic Farmers Market, the former Pressed Steel Tank facility, and several other smaller blighted properties. A \$2-million renovation of the Historic Farmers Market was completed preserving one of the largest and longest-running markets in the metro area. With the use of an EPA Grants and TIF funding, the former Pressed Steel Tank facility, located across the street from the Farmers Market was remediated and demolished. Site remediation included removal and off-site treatment/disposal of affected soils to facilitate the placement of basements and foundations for the new structure; encapsulation of affected materials left in place; and foundation venting/drainage to protect the health of future site occupants. The new development will include housing units and 47,000 square feet of prime retail space.
- Pioneer Neighborhood Redevelopment (75 jobs) – Originally the site of the Honey Creek Settlement, the area included the Laidlaw Bus Company site and Neis Hardware site. These two adjacent sites occupied approximately 5 acres of prime property. The City acquired the parcels, created a Tax Increment Finance District (TIF 9) and remediated petroleum contaminated soils. The site is now redeveloped into a \$20-million development, which includes over 200 housing units and a new neighborhood bank.

- Eastern Industrial Corridor Redevelopment Area (Apprx. 200 jobs) – is an area of numerous vacant and underused industrial facilities, including the Wehr Steel Site, the Novak Lime Pit Site and the Teledyne-Wisconsin Motors complex. An EPA Pilot Assessment Grant was utilized by the City to assess the former 13-acre Wehr Steel Site after being vacant and unkempt for over ten years. As a result of the site assessment and with great perseverance by the City, a 60,000 square-foot light industrial facility was completed and leased by Columbia Pipe (60 jobs). Another 135,000 ft.<sup>2</sup> multi-use light industrial facility was completed on the Wehr Steel site. The Novak Lime Pit Site, also located within the Eastern Industrial Corridor, was cleared and prepared for development with assistance of an EPA Clean-up Grant. Remediation, which involved neutralization of the lime wastes and affected soil, is complete and the site prepared for development. The Teledyne-Wisconsin Motors site is an under-utilized former industrial facility, a portion of which is currently being used as a cold storage facility. The City conducted Phase I and II ESAs on the Teledyne site, using EPA Assessment Grant Funds. The site is affected primarily by petroleum products and has foundry sand fill and low level solvent impacts. The City is pursuing additional funding options to complete a site investigation and ultimately remedial action. The Courts have ordered the demolition of the property because of disrepair and unsafe conditions. The City is assisting the Court with the remedial activities to complete demolition.

Because the City of West Allis is landlocked by other metropolitan areas within Milwaukee and Waukesha Counties, it's main focus will be to preserve the greenspace and open space we already have and focus on creating new opportunities for greenspace within brownfield sites. The City takes pride in the nine City and County parks located within its borders, as well as the 8.6 miles of bike trails and the two natural parkway areas that run through the City. West Allis is also home to the State Fair Park and the State Fair Racetrack, leased by the Milwaukee Mile. The City has also had some great results creating greenspaces, creating new linkages to greenspaces and improving on the existing greenspace on brownfield sites and within brownfield redevelopment areas. These projects include the recently revitalized Liberty Heights Park, renovation of the Farmers Market, construction of the Cross Town Connector Trail and the current construction of new soccer fields on an abandoned landfill.

The Liberty Heights Park, located within the Eastern Industrial Corridor Redevelopment Area was recently revitalized with new recreational equipment and a new wading pool. Completed in 2009, the City used Community Development Block Grant funds to complete a \$50,000 improvement of the Rogers Playground, also within the Eastern Industrial Corridor neighborhood. These neighborhood parks are in a walk-able/bike-able community. The parks are maintained and managed by the City Parks Department staff.

The City spent approximately \$2-million in improving the historic and successful Farmers Market, located in the City's Six Points Redevelopment area. The Market offers the opportunity for local fresh produce farmers and small businesses to sell organic produce and niche items such as cheese, sausage, honey, garden plants and more. The Farmers Market is also a gathering place for the National "Night-Out Crime Prevention" kick-off, concerts and festivals and creates a focal point for residents and local workers to shop, plan and live. The City recently installed rain gardens and rain barrels to improve the aesthetics and manage storm-water at the Market. The West Allis Health Department currently regulates and manages the Farmers market so that only locally grown produce and items are sold. The market also sells to low to moderate income families under the WIC program.

The City is nearing completion of construction the Cross Town Connector Trail and east-west bicycle and pedestrian trail. The new trail passes by several schools, parks, some of the City's largest employers, City buildings and gathering places, including the Farmers Market. When complete the trail will extend five miles across the entire City connecting to other existing State and County bikeways and trails. A portion of the

Trail also passes along the Yellow Freight Brownfield Sites and the redeveloped area once occupied by the Historic Allis Chalmers Corporation.

The City currently includes green policies in their agreements with developers to incorporate green space and open space into their developments. These new green spaces will be required to be maintained by the private property owner or through neighborhood improvement districts. For example, the newly constructed Six Points East Building, located in the Six Points Redevelopment Area has a green roof with landscaping and private roof-top gardens.

The grant will be used to continue to promote and create the green spaces and open spaces as described above. Where the City currently owns and maintains green space, we will use the grant money to create linkages, such as the Cross-Town Connector Trail, to allow more public access.

### ***c. Environmental Benefits from Infrastructure Reuse/Sustainable Reuse***

The City is committed to make their brownfield redevelopment projects sustainable so that redevelopment and associated growth are viable and maintainable over the long term. The City's approach is to prioritize brownfield projects that use sustainable practices, such as 1) using existing infrastructure (roads, rail, existing utilities, etc.); 2) re-using existing structures, where appropriate, particularly for structures that have historical significance; 3) maximizing the existence of public transportation; 4) utilizing sustainable remediation practices; and 5) incorporating green policies in their redevelopment plan.

Using existing infrastructure is one of the major advantages in redeveloping a brownfield site and is therefore a common component of each of the redevelopment projects that the City invests in. West Allis has well-established infrastructures of roadways, interstate freeways, railways, and sewer and water systems throughout our 11.5 square mile jurisdiction. As the City is a land-locked fully developed community, all of our brownfield projects result in reuse of existing infrastructure. This conserves energy and resources and is a key benefit of redevelopment within West Allis. The City has sometimes invested in infrastructure updates to increase the redevelopment at particular sites, particularly as it relates to storm-water management improvements. The City of West Allis, for example, used a WDNR Urban Non-Point Source and Storm Water Grant to upgrade the storm water management system at the 166-acre former Allis-Chalmers site to support redevelopment of a light-industrial and office complex (Summit Place).

Renovating and re-using existing structures has also proven to be a successful approach to sustainability for the Coalition member communities. The Summit Place redevelopment, in West Allis is a premier example of historic structure re-use where a 240,000 square-foot vacant and under used former manufacturing building was converted to 650,000 square feet of prime office space. West Allis also tackled smaller redevelopment projects, such as the renovation of the historic Carnegie Library into a senior housing development. Where building demolition is appropriate to effect redevelopment, the City will also promote the re-use of demolition materials. On the Pressed Steel Tank Site, the City of West Allis contracted to re-use 96% of concrete/brick structures.

Another environmental benefit of promoting the redevelopment of urban brownfield sites is the increased use of existing public transportation. The City of West Allis is serviced by the Milwaukee County Transit System, which operates buses along 12 of West Allis' major right-of-ways and connects West Allis to Milwaukee. West Allis residents enjoy the close proximity of employment opportunities, shopping and entertainment venues and neighborhood services. By redeveloping brownfield sites in West Allis, the City reduces resource consumption, decreases commuting times and encourages mass transportation.

The City is committed to using and promoting sustainable remediation practices on brownfield sites. Where appropriate, the City will evaluate the use technologies such as solar-powered petroleum product skimmers

and groundwater extraction/treatment systems; re-infiltration of treated groundwater to reduce energy consumption associated with municipal treatment plants; phyto-remediation; in-situ technologies such as bioremediation; passive vapor mitigation systems; incorporation of petroleum-impacted soils in asphalt; management of contaminated soils in-place, including the use of barriers to limit the risk of direct contact and/or surface water infiltration. The City has creatively addressed their historic foundry sand fill sites by re-using foundry sand fills, generally on-site, which was the case for a portion of the former Allis Chalmers Tractor Plant Site, but also has coordinated the beneficial re-use of foundry sand removed from the Pressed Steel Tank Site into the remediation at the Novak Lime Pit site.

The City of West Allis is committed to sustainable construction practices, particularly on its brownfield sites, including requiring LEED certification on proposed structures; requiring recycling/reuse of demolition material; promoting the installation of green roofs, rain gardens, rain barrels, roof-top gardens; and requiring total storm-water management. For example, the new Six Points East mixed-use development in the Six Points Crossing Area was constructed with green roof elements, and the renovated Farmers Market has incorporated the use of rain barrels for landscape maintenance and other non-drinking uses. The City has initiated an Energy Task Force to form a strategy to improve energy practices for the City and provide some concepts to be prescribed as development conditions for sustainable development. Within the Six Points Redevelopment Area, the City recently purchased a house that was left abandoned and foreclosed on. The City then converted the building into a state-of-the art energy efficient home. The City used HOME funds provided to the City as a member of the Milwaukee County HOME Consortium.

On an individual site basis the City of West Allis Plan Commission is very progressive when it comes to implementing sustainability requirements into site reviews. The Plan Commission has established a landscaping requirement of 10%, while also allowing a zero-set-back where appropriate for best land utilization. The Plan Commission also requires that sites are pedestrian friendly, not solely designed around the vehicle; bike racks are required, clear paths for pedestrians from bus stops, and that buildings are built close to the street, not set behind huge parking lots. Additionally site reviews include stringent storm water review which attempts to keep all water on site and the Plan Commission requires a minimum of 10% of all site be landscaped which also aids in keeping water out of storm sewers which flow to Lake Michigan.

#### ***d. Tracking and Measuring Progress***

The City will maintain separate tracking for all redevelopment that occurs on sites that are included under this RLF Grant. Mr. Patrick Schloss, Community Development Manager for the City of West Allis will manage this program. The City will ensure that the property profiles for the specific projects are completed in a timely manner and entered into the ACRES database and will submit quarterly progress reports to the EPA documenting their achievements under this Grant. The City will establish an inventory of proposed brownfield sites as they are proposed for inclusion under this program, including those high-priority sites that have been identified in previous sections of this application. The City will also track and document the following RLF Grant outputs: 1) number of loans awarded; 2) number of grants awarded; and 3) number of sites where remediation was completed.

The following specific RLF Grant outcomes for the sites that are included in the RLF Grant program will be tracked and documented: 1) total acres of sites where remediation occurred; 2) total acres redeveloped; 3) dollars leveraged by private investment; 4) new jobs created; 5) increase in tax base from redevelopment; and 6) additional acres of parks and green space created.

### **Attachments**

- Letter of Support from the Wisconsin Department of Natural Resources
- Legal Opinion Regarding Applicant Authority
- Letters of Support from Community-based Organizations
  - West Allis Rotary Club
  - Downtown West Allis, Inc.
  - West Allis/West Milwaukee Chamber of Commerce





## State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Jim Doyle, Governor  
Matthew J. Frank, Secretary

101 S. Webster St.  
Box 7921  
Madison, Wisconsin 53707-7921  
Telephone 608-266-2621  
FAX 608-267-3579  
TTY Access via relay - 711

October 12, 2010

Mr. John Stibal  
Director of Development  
City of West Allis – Department of Development  
7525 W. Greenfield Avenue  
West Allis, WI 53214

Subject: State Support for City of West Allis Federal Brownfield Grant Application  
• Revolving Loan Fund Grant

Dear Mr. Stibal:

The Department of Natural Resources is pleased to support the grant application referenced above for the City of West Allis. The City of West Allis has successfully managed state and federal brownfield grants in the past and we wholeheartedly support their continuing efforts to clean up and redevelop contaminated properties in the area.

As a first-ring industrial City to Milwaukee, West Allis has been affected by the presence of former industrial and commercial properties. These properties have shown environmental contamination with PCBs, petroleum products, solvents, metals, foundry sand and other hazardous substances. By leveraging federal, state and private investment dollars, the City has already begun a resurgence of new investment and employment opportunities in West Allis and additional funding is necessary to keep the momentum going.

The City of West Allis would use the revolving loan funds to finance remedial actions on those sites that have been recently investigated such as the Yellow Freight site and the West Allis Gray Iron site, as well as several others that have been identified within the City. The City believes that the revolving loan funds would also allow them to strengthen relationship with developers and business owners and assemble blighted properties to create new sustainable development.

Assessment and cleanup of West Allis' brownfields is consistent with community needs, vital to the local economy and will help bring needed improvements to the quality of life for West Allis' residents, especially its lower-income residents.

Sincerely,

Mark F. Giesfeldt, PE, Director  
Remediation and Redevelopment Program





**OFFICE OF THE CITY ATTORNEY**

**Scott E. Post**  
*City Attorney*

**Sheryl L. Kuhary**  
**Jeffrey J. Warchol**  
**Jenna R. Merten**  
*Assistant City Attorneys*

October 6, 2010

Mayor Dan Devine  
City of West Allis  
7525 W. Greenfield Ave.  
West Allis, WI 53214

RE: US EPA Brownfields Revolving Loan Fund – Legal Opinion

Dear Mayor Devine:

The City of West Allis is seeking a Revolving Loan Fund (RLF) Grant from the U.S. Environmental Protection Agency. If awarded the grant, the City will be able to make loans or sub-grants to eligible entities to fund the clean up of contaminated lands within the City of West Allis. Under the proposed program, all borrowers and subgrantees will be required to demonstrate, before loans/grants are provided, that the Wisconsin Department of Natural Resources is aware of the environmental conditions and that the borrower must share any communications from the agency. The City's brownfield team, contracted environmental engineers and consultants, and Wisconsin Department of Natural Resources staff will provide the technical review and oversight of the clean ups.

In the event of default of a loan agreement or non-performance under a loan or sub-grant, the loan site will be accessed and secured through the following channels:

1. Any loan made under this program will be accompanied by an agreement authorizing the City of West Allis to access and secure the sites and complete the work should the lender fail to perform or in the event of an emergency. The City will also include a clause in each Revolving Loan Fund loan agreement that will speak to the City's ability to secure a Loan Site in the event of loan default or non-performance of cleanup. The City will be given the ability to secure the Loan Site as a remedy to loan default and non-performance. Similarly, sub-grant contracts will provide the City with the ability to secure the Loan Site in the event of non-performance of a clean up.
2. The City of West Allis is a municipal corporation validly existing under the laws of the State of Wisconsin and has full municipal power and authority to, among other things, acquire, own, lease, operate and dispose of its properties, hold funds make loans, enter into loan agreements, collect repayments, take all legal measures to enforce the terms of said agreements and otherwise conduct its business.

Further, if a public health hazard is posed by a property or situation, the City has the legal authority to limit access to the site from which the threat emanates.

This opinion is limited to the legal matters stated herein and no opinion is implied or may be inferred beyond the matters expressly stated.

Yours very truly,

A handwritten signature in dark ink, appearing to read "Scott E. Post", is written above the printed name.

Scott E. Post  
City Attorney

/dls

q/epa/2011/Legal Opin-10-6-10

"SERVICE  
ABOVE SELF"



"HE PROFITS MOST  
WHO SERVES BEST"

## **WEST ALLIS ROTARY CLUB**

ORGANIZED APRIL 1927, CHARTER 2543

**WEST ALLIS, WISCONSIN 53214**

1323 South 65th Street, West Allis, Wisconsin 53214-0996

October 6, 2010

Mayor Dan Devine  
City of West Allis  
7525 W. Greenfield Ave.  
West Allis, WI 53214

Dear Mayor Devine:

On behalf of the Rotary Club of West Allis, I would like to express our support of the City of West Allis's application for U.S. EPA Brownfield Revolving Loan Fund to address hazardous and petroleum impacted properties.

The business community, of which our membership represents a cross-section of, welcomes the renaissance of redevelopment that is underway in West Allis. Revolving loan funds from the EPA would provide critical support to the City's efforts in assessing and cleaning up various Brownfield sites. Successful Brownfield redevelopment in the City has brought thousands of new jobs to a community that lost 8,000 manufacturing jobs in the 1980's. The awarding of a Revolving Loan Fund Grant would allow West Allis to continue to address even more properties where known or perceived environmental concerns form barriers to economic revitalization. Our members are invested in the future of West Allis and as a community service organization, we are also partners with West Allis in our vision to create and maintain a strong city. Projects supported by the EPA Brownfield program will foster favorable economic growth potential.

The City and its various committee members have been partners in our mission to support programs that benefit the community as a whole. The Director of the Department of Development provides a wonderful presentation to our Rotarian members, two (2) times a year, sharing the successes and struggles of development, always highlighting various Brownfield sites throughout the City. The Rotary Club of West Allis meets every Thursday for lunch. We would be happy to continue the tradition and agree to meet with City representatives to discuss/comment/provide input on the EPA grants and their respective projects in spring and fall of every year until the projects are completed.

The awarding of these grant funds would provide the City of West Allis with an economically competitive edge in the Metro Milwaukee business region, being that we're a landlocked community and are limited in our redevelopment locations. I support your effort to applying for these EPA funds and wish you the very best with your application. Should you have any questions, feel free to contact me.

Sincerely,

*Jeannette Bell*  
Jeannette Bell  
President  
Rotary Club of West Allis

# DOWNTOWN WEST ALLIS, INC.

## Business Improvement District

7231 W. Greenfield Ave • Suite 201 • West Allis, Wisconsin 53214

(414) 774-2676 • FAX (414) 774-7728

www.downtownwestallis.com

October 6, 2010

Mayor Dan Devine  
City of West Allis  
7525 W. Greenfield Ave.  
West Allis, WI 53214

Dear Mayor Devine:

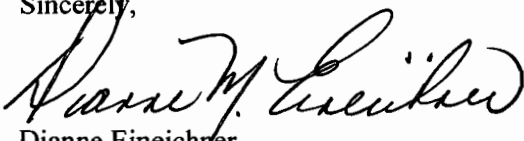
On behalf of the Downtown West Allis Business Improvement District, I would like to express our support of the City of West Allis's application for U.S. EPA Brownfield Revolving Loan Fund to address hazardous and petroleum impacted properties.

Revolving loan funds from the EPA would provide critical support to the City's efforts in assessing and cleaning up various Brownfield sites. The potential to provide loans would allow West Allis to address properties where known or perceived environmental concerns form barriers to economic revitalization. The economic vitality of the Downtown West Allis Business Improvement District is interdependent with the condition of the City of West Allis as a whole. Our members are concerned and interested in the future of West Allis and abutting neighborhoods to bordering Brownfields since these residents are often our visitors and customers. Our members and visitors are also partners in our vision to create and maintain a strong city. Projects supported by the EPA Brownfield program will foster favorable economic growth potential.

The City has been a partner in our mission and often shares the status of projects and the possible struggles of Brownfield sites throughout the City. West Allis always welcomes our input during quarterly and monthly meetings. Our BID Board of Directors Committee meets quarterly on a Friday at 11:00am. We understand that we can provide input/comments on the relative EPA projects and would be happy to meet with City representatives twice a year at our regularly scheduled meetings. The BID's specific interest in the projects would be the extent the grant efforts would encourage future employment and reuse planning in the community.

The awarding of these grant funds would provide the City of West Allis with an economically competitive edge in the Metro Milwaukee business region, being that we're a landlocked community and are limited in our redevelopment locations. I support your effort to applying for these EPA funds and wish you the very best with your application. Should you have any questions, feel free to contact me.

Sincerely,



Dianne Eineichner  
Executive Director  
Downtown West Allis Business Improvement District



7447 West Greenfield Avenue  
West Allis, WI 53214  
(414) 302-9901  
Fax: (414) 302-9918  
[www.wawmchamber.com](http://www.wawmchamber.com)

October 8, 2010

Mayor Dan Devine  
City of West Allis  
7525 W. Greenfield Ave.  
West Allis, WI 53214

Dear Mayor Devine:

On behalf of the West Allis/West Milwaukee Chamber of Commerce, I would like to express our support of the City of West Allis application for U.S. EPA Brownfield Revolving Loan Fund to address hazardous and petroleum impacted properties.

Revolving loan funds from the EPA would provide critical support to the City's efforts in assessing and cleaning up various Brownfield sites. The potential to provide loans would allow West Allis to address properties where known or perceived environmental concerns form barriers to economic revitalization.

The economic vitality of the West Allis business community is interdependent with the condition of the City of West Allis as a whole. Our members' success depends on the health of our residences and the community's economy. Projects supported by the EPA Brownfield program will foster cleanup of contaminated sites, favoring a healthy community and economic growth potential throughout the City. The Revolving Loan Fund would be essential to address the wide variety of Brownfield properties in West Allis.

The City has been a partner in our mission and often shares the status of projects and the possible struggles of Brownfield sites throughout the City. With our offices located across the street from City Hall, we are in constant contact with City officials and elected officials, who welcome our input during quarterly and monthly meetings. Our Chamber Board Committee meets the last Wednesday of the month at noon. We understand that we can provide input/comments on the relative EPA projects and would be happy to meet with City representatives during our May and November meetings. The Chamber's specific interest in the projects would be the extent the grant efforts would encourage future employment in the community.

The awarding of these grant funds would provide the City of West Allis with an economically competitive edge in the Metro Milwaukee business region, being that we're a landlocked community and are limited in our redevelopment locations. I support your effort to applying for these EPA funds and wish you the very best with your application. Should you have any questions, feel free to contact me.

Sincerely,

A handwritten signature in black ink, appearing to read 'Diane'.

Diane Brandt  
Executive Director  
West Allis/West Milwaukee Chamber of Commerce